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state, and no child under 16 years of age shall be employed in said establishments between the hours of 8 o'clock in the afternoon of any day and 6 in the forenoon of the following day. No child under 16 years of age shall be permitted to work in any factory or manufacturing or business establishment unless said child presents to the person or corporation employing him or her an age employment certificate, uniform throughout the state, given under the direction of the school committee of the city or town in which the child resides. Such certificate shall state (a) name of said child, (b) date and place of birth, (c) height, color of eyes and hair, and complexion, (d) name and place of residence of person having control of said child; and such certificate shall certify (1) that said child has completed 14 years of age, (2) that said child is able to read at sight and write legibly simple sentences in the English language, and (3) that there is reason to believe that the child is healthy and physically able to perform the work which he or she intends to do. Attested copies of the birth certificate, baptismal certificate and passport of the child must be attached to the age employment certificate, unless the school committee of the city or town where the child resides rules otherwise in exceptional cases. These age employment certificates are filed with the employer at the place where the child is employed and are at all times subject to the supervision of the factory inspectors. This act takes effect September 1, 1910. The provision for the reading and writing of simple sentences becomes effective January 1, 1911.

GRACE SHERWOOD.

**Criminal Courts of New York City: Proposed Reforms of:** The commission known as the Page commission appointed jointly by Governor Hughes and the legislature of New York state in 1908 to inquire into the administration of justice in courts of inferior criminal jurisdiction in New York City, Buffalo and Rochester, and which during the past two years has taken over five thousand pages of testimony, submitted its final report to the legislature on April 4. The report is accompanied by bills which have been introduced in the legislature, and which will probably be enacted without much change. The chairman of the commission is former State Senator Alfred R. Page, now a supreme court justice, and the counsel of the commission is Julius M. Mayer, formerly state attorney general.

A report made by the commission last year concerning the court system of Buffalo resulted in the organization in that city of a court, modeled after the Chicago municipal court and possessing both civil

and criminal jurisdiction. The Buffalo city court law provided for a separate part known as the children's court, and for the hearing of cases against juvenile offenders by civil procedure. Children in that city are no longer convicted, but if guilty, are adjudged to be in need of the care and protection of the state.

The report of the commission made in April deals exclusively with conditions and needs in New York City. Greater New York, which is divided into two judicial divisions, has in each division a board of city magistrates, possessing jurisdiction over violations of city ordinances and power to hold defendants charged with misdemeanors or felonies for higher courts. Persons held for misdemeanors are tried in the court of special sessions of the respective division, and those charged with felonies are tried before a higher court. Children's cases in each division (except in the Boroughs of Queens and Richmond) are heard in a children's court presided over by a justice of the court of special sessions.

The problems before the commission were large and difficult. The number of arraignments in New York City during 1908 was 235,556, which probably represents over 200,000 individual defendants. Added to this number, probably over 100,000 persons appeared before city magistrates on a summons to answer complaints. The total number of persons appearing before city magistrates during the year was, therefore, over 300,000.

The commission found several defects and undesirable conditions in the administration, practice and procedure in the lower courts of New York City. The arrangement and sanitation of some of the courts and detention rooms are bad. The administration of the work of the courts has lacked organization and centered responsibility. The calendars have frequently been clogged, and the interpreters and other officials have often been incompetent and negligent. Abuses have been conspicuous, as in the continued adjournment of liquor and disorderly house cases. The practice in different district courts has lacked uniformity. For instance, in cases of violation of the excise law magistrates in one division of the city have accepted the testimony of an officer that the liquor he tasted was beer or whiskey, while in the other division some magistrates have required chemical analysis and the testimony of experts.

The commission in its final report makes thirty-six recommendations concerning the courts in New York City, and accompanies them by bills which have been introduced in the legislature. Among the more important proposals are the following:

The commission recommends that all magistrates and judges of the inferior courts be, as at present, appointed by the mayor; but that the magistrates and judges be prohibited from being executive members or "district leaders" of political parties. The court of special sessions and the board of city magistrates, will each have a chief judge who shall have general charge and direction of the administrative work of their respective courts. The duty is placed on the judges of visiting, from time to time, the institutions to which they commit persons.

The establishment of an additional night court is proposed for the boroughs of Manhattan and the Bronx. This would provide one night court for men, and another for women. A central court of domestic relations is planned for the boroughs of Manhattan and the Bronx, and another for Brooklyn.

The present system of detailing a justice of the court of special sessions to preside over the children's court, is to be continued, except that such assignments are to be more carefully made, and the appointments are to be, so far as practicable, for long periods.

Cases of children in the boroughs of Queens and Richmond have in the past been tried before city magistrates, but the commission wishes to abolish this practice and to establish children's courts, similar to those in New York City proper and in Brooklyn, for these other two boroughs. Following the procedure prescribed for the Buffalo children's court, power is to be given the several children's courts of New York City to suspend, in their discretion, the hearing by criminal procedure of children's cases, and, instead of convicting a child, to adjudge the child in need of the care and protection of the State.

The commission, after declaring the probation system to be the most marked step forward in the administration of criminal jurisprudence, recommends the appointment of additional probation officers, including chief probation officers; and urges that probation duties be no longer vested in policemen.

The issuing of a summons, which in minor cases has been done extensively, although with statutory authorization, is now to be made legal. A system has been devised, based in part upon methods used in Europe, by which the police department will issue to applicants an identification card which will spare them from arrest for certain minor violations of the law. Upon presentation of a card of identification, persons who might otherwise be subject to arrest, shall receive from the police officer a summons requesting them to appear in court at a specified time and place.

The practice of having fines in cases of cruelty to animals, and certain other violations of the law, paid to private organizations, will be abolished; and hereafter all fines will go to the city.

The commission strongly favors the use of the finger-print system of identification of women convicted of being prostitutes; and recommends medical inspection for this class of offenders after conviction; also the imposition of an indeterminate sentence for those found with venereal diseases.

ARTHUR W. TOWNE.

**Indiana Social Legislation.** The high standard which has so frequently been evidenced in the legal enactments of Indiana in the field of charities, corrections and public health, was maintained by the legislative assembly of 1909. Conspicuous is the new maternity hospital law, said to be the best of its kind in existence, outranking the excellent statutes of Iowa and Massachusetts. The act requires that all maternity hospitals, boarding houses for infants, boarding homes for children and persons engaged in the placing of children, shall be duly licensed by the board of state charities, be subject to its supervision and inspection, and conform to its prescribed rules and regulations. The improved housing act, covering tenement, lodging and apartment houses is a thorough piece of work, including many admirable features. Public playgrounds receive recognition in an act authorizing their establishment in cities of the first, second, third and fourth classes, to be maintained and administered by the school board or, in cities having a park board, by a playground commission consisting of two members of the school board, two of the park board and a fifth appointed by the mayor. The opening wedge for medical inspection in the schools in Indiana. is the act requiring medical inspection in the Indianapolis schools, applying to pupils, teachers and employees, the expense to be borne by the civil city which shall levy a tax of  $\frac{1}{2}$  cent on each \$100 of taxables for the purpose. The county jail supervision law grants the board of state charities the right to examine county jails and, if necessary, condemn them to the circuit court of the county, with the further privilege of appealing to the governor if the court fail to act in the matter. The act also authorizes the board of state charities to formulate rules and regulations for the management of the county jails, and requires the sheriff of the county to keep a jail record. The cause of humane treatment of animals is helped by an act under which the board of public safety of Indianapolis is required to appoint three members of the police force to act as humane